DOCUMENT RESUME

ED 236 798 EA 016 187

AUTHOR Anderson, Eileen R.
TITLE The Changing World of Personnel Management.
PUB DATE 4 Oct 82
NOTE 24p.; Prepared remarks delivered at the Annual Meeting of the International Personnel Management Association (San Diego, CA, October 4, 1982).
PUB TYPE Speeches/Conference Papers (150) -- Viewpoints (120)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS Employer Employee Relationship; Motivation; *Participative Decision Making; *Personnel Management; Policy Formation; *Public Service Occupations; Social Change

ABSTRACT

Although personnel management in the public sector has become increasingly difficult because of recent social changes, more worker and middle management involvement in decision-making processes can improve all levels of personnel management. The social changes affecting personnel management have assumed three forms: (1) the entrance into the work force of workers who are more aware of and assertive about their civil rights, (2) the rise of public sector unionism, and (3) the reduced fiscal resources available to governments with which to provide public services. To respond to the challenges facing personnel management today, personnel specialists should be elevated to decision-making roles, more opportunities should be provided for employees in public sector unions to participate in decisions related to their work, and greater emphasis must be placed on training management personnel in human and interpersonal relations. (JW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Eileen R. Anderson

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

ED236798

EA 016 187

REMARKS BY

MAYOR EILEEN R. ANDERSON

INTERNATIONAL PERSONNEL MANAGEMENT ASSOCIATION

"THE CHANGING WORLD OF PERSONNEL MANAGEMENT"

SAN DIEGO, CALIFORNIA

OCTOBER 4, 1982

I WAS VERY PLEASED TO RECEIVE THE INVITATION TO ADDRESS YOU TODAY, FIRSTLY, BECAUSE OF THE PRESTIGIOUS NATURE OF YOUR ORGANIZATION, AND SECONDLY, BECAUSE MY OWN CAREER IN GOVERNMENT BEGAN IN THE FIELD OF PERSONNEL MANAGEMENT A LITTLE MORE THAN TWENTY FIVE YEARS AGO. AND SO I FEEL AS THOUGH WE HAVE A GREAT DEAL IN COMMON.

WHILE I WAS ASKED TO SPEAK TODAY FROM THE PERSPECTIVE OF A "POLITICAL" RATHER THAN "PROFESSIONAL" MEMBER OF THE GOVERNMENT SECTOR, YOU SHOULD KNOW THAT I HAVE BEEN A POLITICIAN ONLY SINCE JANUARY OF 1981, AND SO MY REMARKS TODAY WILL MOST LIKELY BE SOMEWHAT SKEWED TOWARD YOUR PROFESSIONAL VIEWPOINT.

I LIKE TO THINK THAT MY BACKGROUND IN THE BUREAUCRACIES OF HAWAII'S STATE AND CITY GOVERNMENTS HELPS ME TO SERVE MORE EFFECTIVELY AS THE CHIEF EXECUTIVE OFFICER OF THE CITY OF HONOLULU. I DO INDEED UNDERSTAND THE GOVERNMENT SYSTEM AND THE ROLE OF THE CAREER CIVIL SERVANT PERHAPS BETTER THAN MOST POLITICIANS WHO FIRST ENTER THE COMPLEX WORLD OF GOVERNMENT LAW, RULE, REGULATION, POLICY, PROCEDURE, AND PROGRAM. ON THE OTHER HAND, I SHOULD ALSO ACKNOWLEDGE THAT WHILE I MAY NOT HAVE HAD TO LEARN THE "SYSTEM," THE NEED TO LEARN THE "POLITICS" OF CITY HALL HAS BEEN A CHALLENGE JUST AS GREAT.

I DOUBT THAT MOST OF YOU KNOW THAT TODAY IS THE 25TH ANNIVERSARY OF THE SPACE AGE. ON OCTOBER 4, 1957, THE RUSSIANS PUT THE FIRST SPUTNIK INTO ORBIT AROUND THE EARTH. YOU WILL RECALL THAT THAT EVENT REALLY SURPRISED US, NOT JUST BECAUSE OF ITS NOVELTY, BUT BECAUSE WE AMERICANS HAD NO IDEA THAT THE RUSSIANS HAD ADVANCED SO FAR IN THEIR SCIENTIFIC CAPABILITIES. THAT DAY AND THAT EVENT JOLTED THE UNITED STATES INTO AN ALL-OUT EFFORT TO EXPAND ITS SPACE CAPABILITIES AND TO IMPLEMENT A PROGRAM TO LAND A MAN ON THE MOON.

NOWADAYS, OF COURSE, SCIENCE CAN DO LITTLE WHICH STARTLES US--WE HAVE BECOME SO USED TO ITS SURPRISES--AND SO POLITICIANS LIKE MYSELF FIND IT HARD WHEN DELIVERING SPEECHES TO HOLD OUT ANY BOLD NEW VISIONS OF MIRACLES TO SURPRISE OUR LISTENERS. I CERTAINLY DO NOT HAVE SUCH VISIONS TO SHARE WITH YOU TODAY. AND SO I WILL INSTEAD DEVOTE MYSELF TO THE MORE DOWN-TO-EARTH PROBLEMS WITH WHICH WE AS PUBLIC SERVANTS AND PRACTITIONERS OF THE ART OF PERSONNEL MANAGEMENT MUST DEAL.

I HAVE TWO IMMEDIATE RECOLLECTIONS OF THE WORLD OF PERSONNEL MANAGEMENT IN THE 1950'S AND 60'S WHEN I WAS ONE OF YOU. THE FIRST IS THAT IT WAS A WHOLE LOT SIMPLER AND MORE ROUTINE THEN. AND SECONDLY, IT DID NOT COMMAND THE ATTENTION OF TOP LEVEL MANAGEMENT TO THE SAME EXTENT AS IT DOES OR SHOULD DO TODAY. LET ME EXPAND ON THAT FOR JUST A MOMENT.

I RECALL THAT WE CONSTRUCTED EXAMINATIONS, REMEMBERING WHAT OUR PROFESSORS TOLD US ABOUT VALIDITY AND RELIABILITY, BUT WE SELDOM, IF EVER, EVALUATED OUR EXAMS AGAINST THOSE THEORIES. EXAM TAKERS, LIKE STUDENTS IN SCHOOL, RARELY QUESTIONED TEST RESULTS.

WE CLASSIFIED JOBS AND ASSIGNED SALARY RANGES ON THE BASIS OF OUR JUDGMENT AND COMMUNITY PAY RATE SURVEYS, BUT SELDOM ACKNOWLEDGED THE INADEQUACIES OF THE DATA WITH WHICH WE WORKED. TO BE SURE WE HAD SOME APPEALS, BUT THEY WERE JUST PART OF THE ROUTINE.

WE HAD THIS THING CALLED A "MERIT PRINCIPLE" WHICH WE SOMEHOW BELIEVED WAVED LIKE A MAGIC WAND OVER OUR HIRING, PROMOTING OR FIRING PRACTICES, AND WE SELDOM QUESTIONED WHETHER IT WAS REALLY TRUE.

UNIONS WERE ALMOST NON-EXISTENT, BUT WE HAD EMPLOYEE ASSOCIATIONS. THEY WERE LED PRIMARILY BY MANAGEMENT EMPLOYEES AND EXISTED MAINLY FOR SOCIAL AND POLITICAL PURPOSES.

LOOKING BACK AT THOSE DAYS AND THOSE PRACTICES MAKES ME WONDER WHY THEY WERE NOT QUESTIONED MORE OFTEN. WERE PEOPLE JUST MORE TOLERANT THEN? IS THAT WHY THE PROCESS WAS SO ROUTINE AND AS A CONSEQUENCE OF RELATIVELY LOW PRIORITY? CLEARLY WRONGS WERE COMMITTED THEN IN THE NAME OF GOOD GOVERNMENT, AND THE MERIT PRINCIPLE, BUT SOMEHOW THEY WENT UNCHALLENGED AND WERE QUICKLY FORGOTTEN. "YOU CAN'T FIGHT CITY HALL" WAS NOT A SAYING--HARDLY AN ATTEMPT WAS MADE.

NOW, WE ALL EXPECT CHANGE OVER TIME, BUT I DO NOT THINK ANY OF US COULD HAVE CONCEIVED OF HOW MUCH, OR HOW RAPIDLY, PERSONNEL MANAGEMENT WOULD CHANGE AS WE MOVED INTO THE 60'S, THE 70'S AND THE 80'S.

WHAT HAPPENED IN THOSE YEARS TO MAKE YOUR JOB AND THAT OF POLITICAL LEADERS LIKE MYSELF SO MUCH MORE DIFFICULT AND COMPLEX?

AT LEAST THREE THINGS COME TO MY MIND.

FOR ONE, THE VIETNAM WAR AND ITS AFTERMATH GAVE RISE TO A WAVE OF CONFRONTATION AGAINST SOCIETY AND THE ESTABLISHED WAY OF DOING THINGS, SUCH AS WE HAD NEVER SEEN. ALL ACROSS THE COUNTRY, WE WITNESSED GROWING CHALLENGES TO AUTHORITY, RANGING FROM STUDENTS ENGAGED IN ANTIWAR PROTESTS AND THE BURNING OF DRAFT CARDS, TO CIVIL RIGHTS DEMONSTRATORS PARTICIPATING IN SIT-INS, TO THE MORE RADICAL FORMS OF PROTEST AS REPRESENTED BY SUCH GROUPS AS THE WEATHERMEN.

ANOTHER INFLUENCE DURING THAT PERIOD WAS THE SHARPENED AWARENESS WHICH EXPLODED ALL AROUND US OF THE RIGHTS OF THE INDIVIDUAL IN OUR SOCIETY. SUDDENLY, GROUPS OF PEOPLE WHO SAW THEMSELVES AS DISINFRANCHISED BY THE SYSTEM SUCH AS BLACKS, HISPANICS AND WOMEN, MOVED TO SECURE FOR THEMSELVES A FAIRER SHARE OF THE PRIVILEGES AVAILABLE TO OTHERS. THIS NEW AWARENESS SOON SPREAD TO GROUPS THAT SUFFERED FROM MORE SUBTLE FORMS OF DISCRIMINATION, SUCH AS THE HANDICAPPED OR HOMOSEXUALS.

AND ANOTHER ELEMENT IN THIS WHOLE PROCESS OF CHANGE WAS THAT GOVERNMENT WAS FOUND NOT TO BE AS HONEST AND ETHICAL AS MOST EVERYONE THOUGHT IT WAS, OR THAT IT OUGHT TO BE. WELL-PUBLICIZED REPORTS OF GOVERNMENT DISHONESTY AND SUBTERFUGE, SUCH AS THE RESIGNATION OF THE NATION'S VICE PRESIDENT FOR ALLEGED FINANCIAL IMPROPRIETIES AND THE TANGLED INTRIGUE OF WATERGATE WHICH FORCED A SITTING PRESIDENT TO RESIGN, SERVED TO FOSTER PEOPLE'S DISTRUST OF GOVERNMENT AND ITS PROCEDURES.

PUBLIC PERSONNEL ADMINISTRATION, LIKE SO MANY OTHER PROFESSIONS AND THEIR SUPPORTING SYSTEMS, DID NOT ESCAPE THE ONSLAUGHT OF THESE ABRUPT AND DEEP-SEATED SOCIAL CHANGES WHICH SWEPT ACROSS OUR NATION.

SEVERAL SPECIFIC FORCES CONVERGED ON THE PERSONNEL FUNCTION TO CHANGE IT IN TWO WAYS: (1) TO MAKE IT A MORE SIGNIFICANT AND CRITICAL ELEMENT IN THE MANAGEMENT OF ORGANIZATIONS, AND (2) TO FORCE IT TO ALTER MANY OF ITS TRADITIONAL PROCESSES. ONE IS THE CIVIL RIGHTS MOVEMENT; ANOTHER IS COLLECTIVE BARGAINING; AND THE THIRD IS THE DECLINING RESOURCES OF A WEAKENING ECONOMY.

LET ME SHARE WITH YOU MY THOUGHTS ABOUT THESE FORCES AND HOW THEY HAVE INFLUENCED THE WAY IN WHICH WE CONDUCT OUR BUSINESS IN THE CITY HALLS OF AMERICA.

SINCE VIETNAM THE ORGANIZATION OF INDIVIDUALS INTO ACTION GROUPS INTERESTED IN FURTHERING A SPECIFIC CAUSE HAS BEEN PHENOMENAL. IN HAWAII, WE HAVE "LIFE OF THE LAND," A CONSERVATIONIST GROUP; WE HAVE A WELFARE RECIPIENTS LOBBYING ORGANIZATION; WE HAVE THE "KAHOOLAWE OHANA," A GROUP ADVOCATING A STOP TO THE NAVY'S BOMBING OF A SMALL ISLAND IN OUR ARCHIPELAGO. YOU EACH HAVE YOUR SHARE OF SUCH GROUPS, TOO.

MORE TO THE POINT OF TODAY'S GATHERING HOWEVER WERE MOVEMENTS OF GROUPS AND INDIVIDUALS CONCERNED ABOUT ACTUAL DISCRIMINATION BECAUSE OF RACE, OR SEX, OR HANDICAP, OR SEXUAL ORIENTATION, OR AGE, OR SOMETHING ELSE.

ACTIVIST GROUPS, SUCH AS THE NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE, FOUGHT FOR THE ADVANCEMENT OF BLACKS TO EQUALITY IN JOBS, HOUSING AND EDUCATION.

SIMILARLY, AS AMERICAN WOMEN BEGAN TO MOVE INTO THE WORK FORCE IN UNPRECEDENTED NUMBERS, FEMINIST ORGANIZATIONS CAME INTO PROMINENCE, SEEKING TO ENSURE FOR WOMEN EQUAL PAY AND EQUAL ACCESS TO CAREER OPPORTUNITIES TO WHICH WOMEN HAD ALWAYS BEEN DENIED.

HANDICAPPED GROUPS PRESSED MUNICIPALITIES NOT ONLY FOR PUBLIC FACILITIES TO ACCOMMODATE THEIR DISABILITIES BUT FOR EMPLOYMENT OPPORTUNITIES AS WELL.

THE AGED MOUNTED A CAMPAIGN--GRAY POWER, IT'S CALLED. IN COURT CASES ACROSS THE NATION, THEY CHALLENGED THE PRACTICE OF REQUIRING RETIREMENT FROM WORK AT 65, AND THEY SUED EMPLOYERS FOR DISCRIMINATORY HIRING AND FIRING PRACTICES.

AND IN SOME STATES, SUCH AS FLORIDA AND CALIFORNIA, HOMOSEXUALS FOUGHT PROPOSED LEGISLATION THAT WOULD HAVE CURTAILED THEIR CIVIL RIGHTS AND DENIED THEM EQUAL ACCESS TO SUCH JOBS AS TEACHERS IN PUBLIC SCHOOLS.

BECAUSE OF THESE MOVEMENTS, WE MUST NOW WORK UNDER CIVIL RIGHTS LEGISLATION WHICH HAS DRAMATICALLY CHANGED THE DECISIONS AND PROCEDURES FOR HIRING, PLACING, PROMOTING AND FIRING EMPLOYEES. FEDERAL, STATE AND LOCAL LAWS ABOUND WHICH PROHIBIT DISCRIMINATION AGAINST APPLICANTS OR EMPLOYEES FOR REASONS OTHER THAN LEGITIMATE JOB REQUIREMENTS OF EDUCATION, ABILITY AND EXPERIENCE.

AND NOW CARRIED EVEN FURTHER, POLITICIANS ARE BEING CHALLENGED ABOUT THEIR TRADITIONAL "RIGHT" TO DISMISS NON-CIVIL SERVICE EMPLOYEES IN RANK-AND-FILE JOBS WHO WERE APPOINTED BY PREVIOUS ADMINISTRATIONS UNDER POLITICAL RATHER THAN CIVIL SERVICE CONDITIONS. THE SUPREME COURT HAS INDEED AFFIRMED, IN SUCH CASES AS ELROD VS. BURNS, AND BRANTI VS. FINKEL, THAT NON-POLICY MAKING, NON-CONFIDENTIAL GOVERNMENT EMPLOYEES ARE CONSTITUTIONALLY PROTECTED FROM DISCHARGE SOLELY ON POLITICAL GROUNDS.

OLD TIME WARD HEELERS MUST BE TURNING OVER IN THEIR GRAVES AT SUCH A DEVELOPMENT, FOR JOBS HAVE LONG BEEN THE ULTIMATE POWER BY WHICH A POLITICAL ORGANIZATION PERPETUATES ITSELF.

PUBLIC PERSONNEL PROGRAMS HAVE ALSO BEEN CHALLENGED BY THE EQUAL EMPLOYMENT OPPORTUNITY POLICIES OF THE FEDERAL GOVERNMENT. NO LONGER CAN JOB APPLICATION FORMS ASK THE AGE, RELIGIOUS PREFERENCE OR MARITAL STATUS OF THE APPLICANT,

MUCH LESS HIS OR HER RACIAL EXTRACTION. NO LONGER CAN WE PASS OVER WOMEN OR HISPANICS WHEN WE CONSIDER EMPLOYEES FOR MANAGERIAL POSITIONS, NOR CAN WE DISMISS THE HANDICAPPED AS UNSUITABLE EVEN THOUGH THE APPLICANT'S QUALIFICATIONS FIT THE JOB OPENING. IN FACT, MOST OF OUR MUNICIPALITIES HAVE A FULL-TIME EMPLOYEE--AN EEO OFFICER--TO MAKE SURE THAT WE DO NOT!

I HAVE NO QUARRFL WITH THIS NEW ERA. AND AS A MATTER OF FACT IT SEEMS TO ME THAT WHAT THE EEO COMPELLED US TO DO WAS TO REALLY START PRACTICING WHAT WE HAD BEEN PREACHING FOR SO MANY YEARS ABOUT A "MERIT SYSTEM" OF PERSONNEL ADMINISTRATION. PERHAPS IF WE HAD BEEN MORE EFFECTIVELY APPLYING THE MERIT PRINCIPLE IN OUR DAY-TO-DAY ADMINISTRATION, WE WOULD NOT HAVE SEEN THE COURT DECISIONS THAT JOLTED OUR RECRUITMENT, EXAMINATION AND SELECTION PROGRAMS, AND WHICH, MORE RECENTLY HAVE FORCED US TO CONFRONT THE ISSUE OF COMPARABLE PAY.

I INCLUDE COLLECTIVE BARGAINING AS THE SECOND FORCE SIGNIFICANTLY AFFECTING THE COURSE OF PERSONNEL MANAGEMENT IN RECENT YEARS. THOSE OF YOU WHO HAVE COLLECTIVE BARGAINING IN YOUR JURISDICTION WILL AGREE WITH ME, I'M SURE. AFTER ALL, PUBLIC UNIONS NOT ONLY PLACE MORE DEMANDS UPON OUR FINANCIAL RESOURCES BUT THEY HAVE A MAJOR VOICE IN DETERMINING WORKING CONDITIONS, HIRING AND FIRING PROCEDURES AND THE WAY IN WHICH WE DISCIPLINE EMPLOYEES FOR POOR PERFORMANCE. AND FOR THOSE OF US WHO HAVE ACTIVE UNIONS, MORE OF THE SAME IS LIKELY.

THE THIRD ELEMENT, THAT OF REDUCED RESOURCES, IS ALSO FORCING CHANGES IN PERSONNEL MANAGEMENT.

STATE AND LOCAL GOVERNMENTS ACROSS THE COUNTRY ARE FINDING MORE AND MORE THAT THE DEMANDS FOR PUBLIC SERVICE SO FAR EXCEED AVAILABLE FUNDS THAT DEFICIENCIES IN SERVICE ARE MORE OFTEN THE RULE THAN THE EXCEPTION. THE FEDERAL FUNDS, WHICH WE IN STATE AND LOCAL GOVERNMENTS HAD BECOME SO ACCUSTOMED TO, ARE NO LONGER AVAILABLE IN THE SAME AMOUNTS THEY ONCE WERE. AND ATTEMPTS TO INCREASE LOCALLY-GENERATED TAX LEVIES ARE STRONGLY RESISTED BY OUR ALREADY HARD-PRESSED TAXPAYERS.

IN HONOLULU, THIS MEANS THAT MANY OF OUR PARKS AND PUBLIC AREAS ARE NO LONGER AS NICE LOOKING AS WE WOULD LIKE THEM TO BE, BECAUSE WE ARE NOW DOING WITHOUT 400 FEDERALLY-FUNDED CETA WORKERS WHO USED TO PERFORM PARK MAINTENANCE WORK. SIMILARLY, $3 MILLION IN URBAN MASS TRANSPORTATION ASSISTANCE GRANTS WHICH WE HAVE USED TO SUBSIDIZE OUR MUNICIPAL BUS SYSTEM'S OPERATING COSTS WAS DELETED FROM THIS YEAR'S BUDGET. WE MUST NOW FUND THESE COSTS FROM OTHER SOURCES. AND WE WILL LIKELY FACE FURTHER CUTS IN OTHER FEDERAL FUNDS.

FROM MY PERSPECTIVE THIS REDUCTION IN FISCAL RESOURCES MAY WELL BE A BLESSING IN DISGUISE. FOR I BELIEVE THAT FAT BUDGET COFFERS AND ABUNDANT NATURAL RESOURCES IN THE LAST SEVERAL DECADES HAVE HAD THE EFFECT OF INDUCING US TO THINK ONLY THAT MORE AND MORE OF THE SAME OLD APPROACHES WILL RESOLVE SOCIETY'S PROBLEMS. WE HAVE, OF COURSE, FOUND IT IS NOT SO, AND AS A RESULT WE NOW SEEK OUT ALTERNATIVES DIRECTED TOWARD MORE EFFECTIVE AND LONGER LASTING SOLUTIONS.

FOR THOSE OF US ELECTED TO POSTS WHICH CARRY RESPONSIBILITY FOR PROMPT AND EFFICIENT DELIVERY OF BASIC COMMUNITY SERVICES, THE DILEMMA WE FACE BECAUSE OF THESE EVENTS IS THIS: HOW DO WE PROVIDE PRESENT AND INCREASING PUBLIC SERVICES IN AN ERA WHEN RESOURCES ARE NOT ONLY DWINDLING BUT WHEN OUR ABILITY TO DIRECT THE RESOURCES WHICH ARE AVAILABLE ARE MADE MORE DIFFICULT BY CHANGING EMPLOYEE ATTITUDES, THE RISE OF PUBLIC UNIONISM, AND INCREASINGLY STRINGENT REQUIREMENTS TO GUARANTEE INDIVIDUAL RIGHTS AND OPPORTUNITIES?

WHAT DO I DO AS A POLITICAL LEADER TO MEET MY COMMITMENTS TO THE ELECTORATE?

AS A PERSONNEL MANAGER WHAT CAN YOU DO TO ASSIST ME?

WE COULD RESPOND NEGATIVELY TO THE CHANGES BEING FORCED UPON US--FIGHT THE COMING TIDE UNTIL WE ARE OVERCOME. OR WE COULD TRY TO MAINTAIN THE STATUS QUO--DO WHAT WE HAVE BEEN DOING IN THE PAST AND HOPE THAT THE CHANGES WILL SOMEHOW GO AWAY AND WE WILL BE LEFT DOING ESSENTIALLY WHAT WE HAVE BEEN SO COMFORTABLY DOING FOR THESE MANY YEARS.

On the contrary, it is my opinion that we should meet the challenge head-on; that we should respond positively, and look for the best in the changes which must be made. There are many new ideas to consider; there is the experience of others to adopt or adapt; there is the ingenuity and innovativeness of ourselves and our colleagues. Let me share with you some ideas of how we might proceed.

First of all, I believe we must elevate the job of the personnel specialists in our organizations to a level which will permit them to play a more meaningful role in top-level management decision making. The Japanese understood this concept long ago for the major companies in Japan place the most senior and the most respected director or department head in charge of personnel.

Support for this idea comes also from a recent study of the International City Managers' Association which set out to determine what will be the key knowledges and skills needed for tomorrow's public administrators as perceived by today's professionals. That survey found that:

"A KNOWLEDGE OF 'PERSONNEL ADMINISTRATION, INCLUDING LABOR RELATIONS' ... CONSISTENTLY WAS IDENTIFIED AS ONE OF THE TWO MOST IMPORTANT AREAS FOR FUTURE ADMINISTRATORS."

I SHARE THAT CONCLUSION.

THE SECOND IMPORTANT STEP TO MEETING THIS CHALLENGE IS TO BROADEN THE OPPORTUNITY FOR OUR EMPLOYEES TO PARTICIPATE IN DECISIONS INVOLVING THEIR WORK AND IN EFFORTS DESIGNED TO INCREASE THEIR PRODUCTIVITY. TO MY MIND, THIS INCLUDES TWO THINGS: (1) THE ADAPTATION OF OUR SYSTEMS AND ATTITUDES TO A GENUINE ACCEPTANCE OF THE RIGHT OF PUBLIC EMPLOYEES TO BARGAIN COLLECTIVELY FOR THEIR WAGES AND OTHER CONDITIONS OF WORK, AND (2) CONSIDERATION OF OTHER PARTICIPATIVE MANAGEMENT TECHNIQUES NOT DIRECTLY RELATED TO THE RISE OF UNIONISM.

LET'S CONSIDER COLLECTIVE BARGAINING FIRST.

I DON'T BELIEVE, THAT UNIONS WANT TO SET POLICY OBJECTIVES AND GOALS ALTHOUGH THEY WILL STEP IN TO FILL A VOID IF IT EXISTS. THIS IS THE JOB OF THE ELECTED EXECUTIVES AND LEGISLATIVE BODIES. BUT I DO BELIEVE THAT UNIONS HAVE A RIGHT AND OBLIGATION TO ASSIST IN DETERMINING EFFICIENT AND EFFECTIVE MEANS TO ACHIEVE SUCH GOALS.

THE PROLOGUE TO HAWAII'S COLLECTIVE BARGAINING LAW STATES IT WELL, THAT "JOINT DECISION MAKING IS THE MODERN WAY OF ADMINISTERING GOVERNMENT. WHERE PUBLIC EMPLOYEES HAVE BEEN GRANTED THE RIGHT TO SHARE IN THE DECISION-MAKING PROCESS AFFECTING WAGES AND WORKING CONDITIONS, THEY HAVE BECOME MORE RESPONSIBLE AND BETTER ABLE TO EXCHANGE IDEAS AND INFORMATION ON OPERATIONS WITH THEIR ADMINISTRATORS. ACCORDINGLY, GOVERNMENT IS MADE MORE EFFECTIVE."

NOW, DURING STRIKE SITUATIONS OR DURING DIFFICULT NEGOTIATIONS, WE OFTEN QUESTION SUCH LOFTY STATEMENTS. BUT BASED ON OUR EXPERIENCE OVER THE LONG TERM, I AM CONVINCED THAT AS UNION AND MANAGEMENT WORK TOGETHER OVER MANY YEARS, WE DO MAKE PROGRESS IN BETTERING PUBLIC SERVICE AND IMPROVING EMPLOYEE-MANAGEMENT RELATIONS.

In Honolulu, over 85 percent of our employees, including supervisors, are organized in collective bargaining units established by law for all state and local employees. This comprehensive legislation has also served as a model for other governments to consider. On the negative side, since the law was passed over 10 years ago, we have had one legal statewide strike lasting 41 days involving 7,500 public works employees, and we have had a number of illegal strikes, including one by our firefighters and a sick-out by our police.

Such experiences would no doubt lead some of you to continue to oppose the concept of collective bargaining for public employees, but we feel differently. For us, collective bargaining has produced a number of positive benefits, some of which involve "merit". (And we are all agreed on merit, I assume.)

In Honolulu, merit in the selection of individuals for promotion has been reinforced through collective bargaining because of the right given to employees to grieve when passed over for promotion by a junior employee. It is through such challenges as these that we have been able to substantially improve our promotion practices.

Similarly, union challenges to disciplinary actions or the terminations of employees have brought about a growing consciousness among our managers that government service is not theirs to dispense with at will.

To further improve the working relationship between management and unions, we in Honolulu have recently organized a joint committee made up of four City officials and the leaders of the four unions representing City employees. While the results to date have not been spectacular, I feel that the relationships being fostered will help in the future when critical work-related problems need to be addressed and resolved.

PARTICIPATION IN DECISION MAKING OUTSIDE THE COLLECTIVE BARGAINING PROCESS IS ALSO IMPORTANT FOR THE FUTURE.

QUALITY CIRCLES IS ONE SUCH PARTICIPATIVE TECHNIQUE. THEY ARE THE CURRENT "HOT" TOPIC OF CONVERSATION AT MANAGEMENT LEVELS IN THE UNITED STATES. THE TECHNIQUE INVOLVES ORGANIZING VOLUNTARY GROUPS OF 8-10 WORKERS WHO PERFORM SIMILAR OR RELATED WORK AND MEETING REGULARLY TO IDENTIFY, ANALYZE AND DEVELOP SOLUTIONS TO WORK-RELATED PROBLEMS. THESE CIRCLES REPORTEDLY CAN HAVE A STARTLING IMPACT ON PRODUCTIVITY WHEN IMPLEMENTED CORRECTLY. THEY ARE DESIGNED TO FOSTER TEAM WORK AND INCREASE JOB SATISFACTION BY PERMITTING WORKERS TO OFFER SOLUTIONS TO WORK-RELATED PROBLEMS IN THEIR AREAS OF EXPERTISE.

I UNDERSTAND THAT IN OUR COUNTRY THERE ARE NOW OVER 3,000 CIRCLES WITH ABOUT 20,000 MEMBERS. BY COMPARISON, IN JAPAN THERE ARE OVER ONE MILLION CIRCLES WITH SOME 10 MILLION PARTICIPANTS. JUST TOYOTA ALONE HAS 4,000 QUALITY CIRCLES INVOLVING ALL OF ITS 45,000 EMPLOYEES. IN 1979, TOYOTA EMPLOYEES MADE 575,000 SUGGESTIONS FOR IMPROVEMENT IN THE COMPANY, 91 PERCENT OF WHICH WERE ACCEPTED.

WE ARE ATTEMPTING TO INCORPORATE A MODIFICATION OF THIS CONCEPT IN HONOLULU. THROUGH A PILOT PROGRAM IN OUR PARKS AND RECREATION DEPARTMENT, WE WILL SHORTLY BE STARTING A STANDARDIZED FORMAL SURVEY OF OUR WORK UNITS ON ALL LEVELS TO IDENTIFY PROBLEM AREAS AND SOLICIT EMPLOYEE SUGGESTIONS. THE IMPLEMENTATION OF QUALITY CIRCLES COULD RESULT FROM THAT EXPERIMENT AT SOME TIME IN THE FUTURE.

AND THE THIRD STEP IN MEETING THE CHALLENGE OF THE PRESENT IS FOR US TO SIGNIFICANTLY INCREASE OUR KNOWLEDGE OF INDIVIDUAL AND GROUP BEHAVIOR IN A WORKING ENVIRONMENT. IT'S CLEAR TO ME THAT WE CAN INSTITUTE ANY NUMBER OF FORMAL IDEAS AND PROGRAMS IN AN ATTEMPT TO IMPROVE PRODUCTIVITY, BUT IF WE DO NOT GET THE SUPPORT OF THE INDIVIDUAL WORKER SO THAT HE OR SHE WANTS TO BE A MEANINGFUL PART OF THE EFFORT, WE WILL BE WASTING OUR TIME. THE DEVELOPMENT OF SKILLS IN HUMAN RELATIONS RELEVANT TO MANAGING AN ORGANIZATION MUST THEREFORE BE A HIGH PRIORITY AND AN ON-GOING RESPONSIBILITY OF ALL SUPERVISORY AND MANAGEMENT PERSONNEL.

WHAT ALL OF THIS SUGGESTS TO ME IS THAT WHILE THE WORLD OF PERSONNEL MANAGEMENT HAS NOT CHANGED IN ITS BASIC OBJECTIVES, IT IS CLEAR THAT THE TECHNIQUES WE USE TO ACCOMPLISH THOSE OBJECTIVES HAVE CHANGED SUBSTANTIALLY AND WILL CONTINUE TO CHANGE IN THE YEARS AHEAD.

AND SO MY THOUGHTS TODAY ARE THAT IF I AM TO MEET THE CHALLENGES OF MUNICIPAL MANAGEMENT AND IF YOU ARE TO ASSIST POLITICIANS LIKE ME TO DO THAT, YOU MUST CONCENTRATE YOUR ENERGIES NOT JUST ON THE FORMAL STRUCTURE OF YOUR PROFESSION--THE RULES, THE PROCEDURES, THE FORMS, AND THE NUMBERS IF YOU WILL--BUT ALSO ON THE PEOPLE WE NEED TO DO THE JOB FOR US: THE INDIVIDUAL WORKER--BE HE OR SHE A CLERK, A SEWER MAINTENANCE MAN, A COMPUTER PROGRAMMER, A POLICE OFFICER, OR A RECREATION AIDE.

YOU MUST ANSWER FOR ME: WHAT IS IT THAT A WORKER NEEDS OR DESIRES FROM HIS JOB? HOW DOES HE RELATE TO HIS FELLOW EMPLOYEES? HOW DOES THE ENVIRONMENT IN WHICH HE WORKS AFFECT HIM AND HIS ABILITY TO PERFORM? HOW WELL DO HIS SUPERVISORS UNDERSTAND HIM? DO THEY MOTIVATE HIM POSITIVELY? HOW CAN MANAGEMENT MAKE IT HAPPEN?

WE MUST ANSWER THOSE QUESTIONS.

WE MUST FIND WAYS TO ENCOURAGE HIGH LEVELS AND QUALITY OF WORK FROM OUR PEOPLE.

WE MUST SEEK HARMONY, NOT CONTROVERSY BETWEEN OUR EMPLOYEES AND THOSE WHO LEAD THEM.

WE MUST PARTICIPATE IN A RELATIONSHIP OF TRUST AND RESPECT WITH OUR EMPLOYEES' UNIONS.

IF WE ACCOMPLISH THESE THINGS, WILL WE SUCCEED IN SOLVING TODAY'S PROBLEMS OF PERSONNEL MANAGEMENT BETTER THAN WE WOULD HAVE USING TRADITIONAL METHODS? I FIRMLY BELIEVE SO.

AND WITH THAT SUCCESS--YOUR SUCCESS--SO I WILL SUCCEED, AS WILL YOUR POLITICAL LEADERS, IN MEETING MY COMMITMENTS TO PROVIDE EFFECTIVE COMMUNITY PROGRAMS TO THE PEOPLE I WAS ELECTED TO SERVE.

THANK YOU AND ALOHA.